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SUBJECT: Report on Future Status and Utilization of Eniwetok Proving Ground (u)

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Reference a. Memorandum for Members of Subcommittee No. 1, from Hq DASA, subject "Directive to Sub-Committee No. 1 on Future Status and Utilization of Eniwetok Proving Ground", dated 19 May 1959

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1. STATEMENT OF THE PROBLEM

To prepare a plan to phase down resources in the Eniwetok Proving Ground to a maintenance stand-by status.

2. ASSUMPTIONS

a. Cited by Working Committee:

- (1) That there will be a cessation continuing for several years in the use of EPG for testing of atomic devices.
- (2) That during this period the EPG will be on a maintenance stand-by status.
- (3) That the AEC and DOD will continue to be responsible for performance of functions contained in current AEC-DOD agreements until such time as they are amended.
- (4) That any DOD responsibilities in EPG assumed by AEC, or vice versa, will be established by a change in existing AEC-DOD agreements and will be on a reimbursable basis.
- (5) That H&N personnel in EPG will be phased down during calendar year 1959.

b. Added by Subcommittee No. 1:

- (1) That maximum consolidation of AEC-DOD functions will be effected with a single base camp located on Eniwetok Island.
- (2) That, in general, the contractor would continue to operate such additional functions as assigned on Eniwetok Island in the event of an operation.
- (3) For planning purposes, an operation was defined as approximately 12 shots, with approximately 40% the scope of Operation HARDTACK.
- (4) No shots of the assumed operation will be fired at Bikini and, therefore, Bikini will be closed.

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(Without Tab (Attachment))

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- (5) Maintenance stand-by population, 500; test population, 3,000.
- (6) Off-atoll weather and RADSAFE stations will have to be manned during any operation.
- (7) Only those facilities and equipment will be kept in the EPG that cannot be replaced within 12 months, plus that equipment considered uneconomical to return to CONUS and for which the upkeep in the proving ground is negligible.
- (8) Parry Island will be reactivated in the event of an operation.
- (9) Major items of scientific support equipment installed will be left in place within the proving ground.

3. DISCUSSION

In the joint operation of the Eniwetok Proving Ground (EPG) by the AEC and the DOD, the following areas have been delineated general primary responsibilities of each agency, exclusive of normal budgeting and funding actions peculiar to each agency's activities and participation:

AEC - Construction and maintenance of all base facilities (less some communication facilities); operation of all fixed plant and utilities systems (less JTF SEVEN operated communications and POL systems); operation of all mess halls and land transportation systems (less those on Eniwetok and Japtan Islands); operation of inter-island and ship-to-shore boat pool, and performance of stevedoring operations.

DOD - Maintenance and operation of fixed communication facilities on Eniwetok and Japtan Islands; operation of POL system on Eniwetok Island; provision for on-shore cargo handling on Eniwetok and Japtan Islands; operation of inter-island liaison and inter-atoll transport aircraft, and operation of necessary search and rescue service.

Within the EPG, the current operations and responsibilities of the AEC and DOD are being accomplished by personnel and activities located on Parry, Eniwetok and Japtan Islands. The personnel and facilities of Holmes and Narver (AEC contractor) and the Eniwetok Branch Office of the AEC are located on Parry Island. The airdrome and Task Group 7.2, together with the personnel and facilities necessary to sustain their operations, are located on Eniwetok Island. The current military/civilian population of the EPG is approximately 1400. This consists of 600 AEC-H&N, 410 Army, and 382 Air Force personnel who are presently engaged in the roll-up phase of Operation HARDTACK and in maintaining the currently prescribed degree of readiness. Additionally, on Eniwetok Island there is located a small contingent (11) of United States Coast Guard personnel who maintain a LORAN facility which is, however, an activity not primarily associated with the operation of the EPG. Six representatives of the Pacific Missile Range (PMR) reside on Japtan.

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At the present time, the AEC contractor is repairing and mothballing AEC and DOD-loaned equipment used in Operation HARDTACK, providing utilities and facility maintenance to resident DOD elements, and undertaking several small construction projects. The major maintenance effort—equipment roll-up—is scheduled for completion by the end of this year by which time a ceiling of 500 Holmes and Narver personnel will prevail.

Task Group 7.2 is repairing and mothballing DOD equipment located on Eniwetok Island, disposing of excess supplies, providing camp support to all personnel residing on Eniwetok Island, and operating exterior communications for the EPG.

The 4951st Support Squadron (Test), at a current strength of 382, operates the Eniwetok airdrome, provides local air support to all EPG personnel, operates the POL farm, and provides firefighting services on Eniwetok Island.

Preliminary examination of fifteen primary areas of interest lead to the concept that consolidation of all base camp activities on Eniwetok Island would be a logical and economical means of maintaining a maintenance stand-by status. Under that concept, these areas of interest are reported upon in detail at Tabs "A" through "O", and are described in summary as follows:

a. Depots (Tab "A"). The AEC contractor operates on Parry Island a 33,000 line-item inventory totaling \$5.8 million in value, of which about \$2.4 million are construction materials. TG 7.2 operates a 33,000 line-item inventory valued at approximately \$6 million on Eniwetok Island. Provision for cross-servicing support exists, but is practiced only to an insignificant degree. An accelerated excess program is in process at both depots. Stockpiles of supplies required for a 12-month readiness capability, plus those required for day-to-day operation, can be managed from a single depot.

b. Installed Facilities and Equipment (Tab "B"). Similar facilities for the provision of utilities, living quarters, camp services, maintenance activities and amenities exist on both Parry and Eniwetok Islands. In closing Parry Island, all facilities and installed equipment could be mothballed except auxiliary power for salt water lines required for firefighting, and for limited dehumidified storage. Facilities on Japtan are a continuing requirement for PMR and certain communications activities. All facilities and installed equipment are the property of the AEC except certain facilities on Eniwetok Island, as listed at Tab "B".

c. Construction Equipment (Tab "C"). The program under way to overhaul large stocks of heavy construction equipment including land and marine transportation is about 60% complete. The amount on hand far exceeds that required for maintenance stand-by status. The age, condition, and remote location of the excess stocks are such that their desirability, requirement, and dollar recoupment value elsewhere are questionable.

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d. Scientific Stations and Equipment (Tab "D"). Approximately 125 reusable stations, including off-atoll Weather and RADSAFE sites, are involved. These range from massive concrete structures complete with dehumidification and power systems to small temporary structures. Essentially all of these have been secured, and the installed equipment already has been either mothballed in place or removed and mothballed for storage on Parry. It is considered desirable that all of these stations with their related equipment be retained in the maintenance stand-by status.

e. Boat Pool (Tab "E"). Water transportation within the EPG is provided by the contractor. Within the boat pool provided for this purpose, there are at present 32 LCMs, 28 LCUs, 45 DUKWs, 3 water taxis, 2 tugs, 1 LSM, 6 barges, and 2 AFDLs (floating dry docks). Even though only a small number of these craft are in active use, 38 contractor personnel are directly involved in their operation and considerable effort is devoted to their upkeep. Approximately a 50% reduction in the number of craft can be effected and still provide desired capability. Craft essential to this capability but excess to immediate EPG needs can be stored at Pearl Harbor with the reserve fleet at nominal cost.

f. Motor Pools (Tab "F"). The AEC contractor permanently dispatches vehicles to individuals and organizational elements on Parry Island as required, and schedules maintenance services periodically in the base shops. Additionally, scheduled bus service is provided. Sufficient vehicles (in excess of 300) are available in AEC stocks. TG 7.2 operates a motor pool on Eniwetok Island similar in scope but of smaller magnitude. The DOD vehicles now on Eniwetok Island and many of the AEC vehicles could be declared excess. Because of their age, condition and remote location, the desirability of relocating the excess vehicles elsewhere is questionable. Those DOD vehicles for which no requirement elsewhere is stated could be retained, transferred to the AEC, and mothballed in an as-is condition for future use as replacements.

g. Air Force Activities (Tab "G"). Air Force activities within the EPG include providing air transportation to the AEC through operation and maintenance of 2 C-54, 4 L-20 and 4 H-21 aircraft; operation of the POL farm; crash and structural firefighting on Eniwetok Island, and operation of the airdrome. The latter includes weather, aircraft communications and a MATS terminal capability. These functions are performed by the 4951st Support Squadron (Test) of AFSWC, plus elements of MATS and PACAF with 382 people. All support required of the Air Force for the 12-month capability could be provided from sources outside the EPG. Even though it is essential that the airdrome remain open for MATS and emergency traffic, the stationing of aircraft thereat could not be justified. The only anticipated requirements for airlift during the interim period would be emergency medical evacuation and occasional off-atoll visits. It is indicated that in the event of an emergency, aircraft from other sources could be available

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within three to four hours. Off-atoll visits can be provided by special arrangement with USNS, Kwajalein, or PACAF. The study provides for the transfer of firefighting and POL functions from the DOD to the AEC. The Air Force personnel remaining in the EPG will vary from 60 to 80 depending upon whether or not these functions are transferred.

h. Communications (Tab "H"). The responsibility for the maintenance and operation of fixed communications in the EPG is vested in the DOD. This function is currently being performed by three officers and 46 enlisted men of TG 7.2 assisted by 16 airmen. The AEC, through its contractor, maintains and operates that local communications and equipment on Parry Island essential to that location, e.g., telephone, teletype, boat pool communications, etc. This function is performed by 21 contractor personnel. The study anticipates closing the Parry Island communication installation and transfer of the entire communications responsibility to the AEC. Under this condition, adequate communications to support maintenance stand-by operations can be provided by 26 contractor personnel on Eniwetok Island. Of the 26 contractor personnel in the communications field, 10 will be employed to assume current DOD communications responsibilities.

i. Camp Services (Tab "I"). Camp service functions, e.g., messing, laundry, housing, post exchange, etc., are being duplicated at Eniwetok and Parry Islands. There are 109 contractor personnel and 213 military personnel currently involved in such activities in the EPG. With only one base camp, located at Eniwetok Island, the camp service functions could be performed by 132 contractor personnel. The study proposes the complete phase-out of military personnel from this function by D plus 6 months. Even though the committee favors a single base camp on Eniwetok, it is considered feasible to conduct maintenance stand-by operations from a base camp at Parry. Costs in terms of manpower and money for two alternate possibilities are contained in Tabs "I" and "N", respectively.

j. Security (Tab "J"). Security functions within the EPG encompass physical security, personnel security, security education, and security administration. Security control over Eniwetok and Japtan Islands is exercised by TG 7.2, while security control over all other islands in Eniwetok and Bikini atolls is exercised by AEC. JTF SEVEN is charged with the responsibility for entry control of personnel into the EPG. During a maintenance stand-by status at the EPG, with the exception of classified document repositories, necessity for a security surveillance of government property, and a requirement for controlled entry into the EPG there will remain, within the EPG, no other items or areas of a classified nature.

k. Stevedoring and Port Command (Tab "K"). All stevedoring activities, less on-shore cargo handling at Eniwetok and Japtan Islands (which is handled by TG 7.2), are performed by AEC. The Port Commander function is handled by TG 7.2. This function encompasses primarily the control of personnel and cargo traffic into MATS and MSTs systems and actions performed as the MSTs local representative. Additional actions

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include that of customs inspector for military personnel and control of use of two assigned J-boats. During a maintenance stand-by status, there would be no assigned J-boats, the requirement for a customs inspection for military personnel would still exist, there appears to be no reason why the consolidation of all stevedoring and port command functions under a single agency could not be accomplished.

l. POL (Tab "L"). Holmes and Narver currently operates a 40,000 barrel capacity POL farm on Parry Island. The DOD currently operates a POL farm on Eniwetok Island which is being rehabilitated to a capacity of 50,000 barrels. Maintenance of the latter is provided by H&N. Assumption by the AEC of operational responsibility for the Eniwetok Island POL farm is quite feasible in that only one full-time employee will be required therefor.

m. Construction Program (Tab "M"). The Subcommittee reviewed both the AEC and DOD construction programs (current and projected) for the EPG and does not consider that there will be any change in their present status.

n. Manpower (Tab "N"). Consolidation of activities and transfer of responsibilities as described above would permit a reduction of EPG forces from the current 1400 level to a total strength of 495 of which 69 would be DOD personnel. Six months would be required for such a phase-down in the time sequence illustrated at Tab "N". No attempt was made to evaluate the requirement for approximately 200 H&N employees allotted for "maintenance activities". This was considered to be an AEC matter.

o. Budgeting and Funding (Tab "O"). In order to apportion the estimated EPG operating costs between the AEC and the DOD, it was considered that the DOD share should be the additional cost to the AEC in assuming current DOD functions, plus some part of the camp operating cost. It was considered that all other operational costs are properly an AEC responsibility. A suggested ratio for apportioning the camp operating costs is as follows:

$$\frac{\text{DOD strength} + \text{Contractor personnel on DOD functions}}{\text{AEC personnel} + \text{Contractor personnel on AEC functions}}$$

Such a ratio results in 26.6% of the camp operating costs chargeable to DOD. The detailed calculations from such method of cost apportionment, contained in Tab "O", summarize to:

	<u>AEC</u>	<u>DOD</u>	<u>TOTAL</u>
Actual Strength	426	69	495
Estimated Annual Cost	\$7,600,000	\$1,140,000	\$8,740,000

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Variance in the size of the maintenance force will, of course, vary the total cost and the AEC-DOD apportionment. No need was foreseen for changing the existing arrangement whereby the DOD pays transportation costs between CONUS, Hawaii and the EPG.

p. Command and Control. If a future test organization is designated to report on a continuous basis to the DOD and the AEC, such an organization could exercise operational control over the EPG at all times. If a future test organization does not report on a continuing basis to the DOD and the AEC, control lines during the maintenance stand-by period would be AEC-ALOO-EPG for AEC elements and normal DOD command channels for DOD elements in the EPG.

4. CONCLUSIONS

a. Consolidation of base camp activities on Eniwetok Island is the most efficient and least expensive method of conducting maintenance stand-by operations over a prolonged period in the EPG.

b. Large economies can be realized through the consolidation of the AEC and DOD depots in the EPG. Further, consolidation of these depots is feasible and should be implemented.

c. Mothballing of installed facilities and equipment on Parry Island should be accomplished and necessary modification to facilities on Eniwetok Island essential to the maintenance of the stand-by force remaining in the EPG should be accomplished.

d. The requirement for continuation of the current heavy equipment maintenance program should be re-evaluated as soon as a decision is made to revise the current readiness objectives. Construction equipment excess to recomputed requirements should be disposed of.

e. Scientific stations and associated equipment should be maintained in a mothball status for future test operations.

f. The boat pool can be reduced in size to those numbers indicated in Tab "E" and the remainder stored at Pearl Harbor or otherwise disposed of.

g. The requirement for locally based aircraft at Eniwetok cannot be justified; however, the requirement for emergency medical evacuation will continue.

h. The airdrome at Eniwetok must remain operational and be manned to provide for twice-weekly MATS flights and such emergencies as may arise.

i. The AEC contractor should assume the entire communications responsibility in the EPG.

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j. The primary security interests during a maintenance stand-by period are the safeguarding of classified documents and the requirement of a minimum of "L" clearance for contractor personnel.

k. It is feasible for the AEC to assume the missions of stevedoring, port command, and POL operation.

l. No further construction in the EPG should be undertaken with the exception of minor modifications to existing facilities on Eniwetok Island required in the consolidation of base camp activities.

m. Subject to recomputation of maintenance personnel requirements by the AEC, a total strength of 495 personnel of which 69 would be DOD will be adequate to conduct maintenance stand-by operations.

n. An apportionment of operating costs between the AEC and DOD which will reflect a transfer of functions and division of the cost of support activities is appropriate. For a force of approximately 500 personnel, and with the transfer of functions proposed above, the estimated annual cost to each agency would approximate \$7.6 million for the AEC and \$1.1 million for the DOD.

o. The phase-down of personnel and transfer of responsibilities can be accomplished within approximately a 6-month period. An appropriate date to initiate action should be 1 August 1959.

p. Command and control activities in the EPG should be dependent upon the organization eventually established for the conduct of future atomic testing.

q. The wording of the present AEC-DOD agreement is such that all the foregoing changes can be accomplished by mutual agreement between the Commander, Joint Task Force SEVEN and the Manager, Albuquerque Operations Office. An appropriate and revised agreement to reflect such changes as are implemented should be drawn up by legal counsels of both of those agencies.

r. Revisions or additions to existing Joint Chiefs of Staff, Unified and/or Specified Command agreements are considered unnecessary at this time.

5. RECOMMENDATIONS

a. It is recommended that:

(1) The foregoing conclusions be approved.

(2) Action be initiated by the DOD and the AEC to implement the foregoing conclusions (except m, p and r) along the lines indicated in Section 4, Tabs "A" through "O".

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15 Tabs ("A" thru "O"):

- A. Depots
- B. Installed Facilities and Equipment
- C. Construction Equipment
- D. Scientific Stations and Equipment
- E. Boat Pool
- F. Motor Pools
- G. Air Force Activities
- H. Communications
- I. Camp Services
- J. Security
- K. Stevedoring and Port Command
- L. POL
- M. Construction Program
- N. Manpower
- O. Budgeting and Funding

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